Manitoba

Annual Report 1987 - 88*

Labour

*For the period ending March 31, 1988

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Manitoba

Minister of Labour

Winnipeg, Manitoba, CANADA
R3C 0V8

To His Honour
George Johnson
Lieutenant-Governor of Manitoba

May It Please Your Honour:

I have the privilege of presenting the annual report for Manitoba Labour for the fiscal year ended March 31, 1988.

Respectfully submitted,

E Connery

Honourable Ed Connery
Minister of Labour

Manitoba

Deputy Minister of Labour

Room 143
Legislative Building
Winnipeg, Manitoba, CANADA
R3C 0V8

Honourable Ed Connery
Minister of Labour

Sir:

I have the honour to present the annual report of Manitoba Labour for the fiscal year ended March 31, 1988.

Respectfully submitted,

Tanner Elton
Deputy Minister of Labour

Manitoba Labour's Services

Manitoba Labour is dedicated to enhancing labour relations, protecting public safety, and promoting trades training for Manitobans.

Although it is a relatively small department, Manitoba Labour provides a wide range of programs and services, and administers a large number of provincial statutes.

Most of the department's 223 employees are located in Winnipeg, with 21 in Brandon, one in The Pas, four in Dauphin, five in Thompson and one in Portage la Prairie. Field staff, investigators and inspectors travel throughout the province to serve the needs of Manitoba communities.

Enhancing Labour Relations

Many of the department's services are designed to assist employers and employees with workplace issues. Services include:

- Encouraging fairness in the workplace by administering employment standards legislation and handling claims filed by employees and employers
- Resolving conflicts in collective bargaining and grievances
- Registering and administering pension plans
- Promoting and monitoring pay equity programs

Statutes related to these functions include:

- The Construction Industry Wages Act
- The Employment Services Act
- The Employment Standards Act
- The Labour Relations Act
- The Pay Equity Act
- The Payment of Wages Act
- The Pension Benefits Act
- The Remembrance Day Act
- The Retail Businesses Holiday Closing Act
- The Vacations With Pay Act

Protecting Public Safety

Manitoba Labour has a significant public safety role in the province. Major responsibilities include:

- Investigating the cause and origin of fires
- Providing fire and emergency services training for fire fighters, police and other emergency services personnel throughout Manitoba
- Advising on building safety standards and fire prevention methods
- Inspecting certain types of mechanical equipment, including elevators, boilers, gas appliances and amusement rides to ensure they meet safety standards.

Legislation related to these activities includes:

- The Amusements Act (Part II)
- The Buildings and Mobile Homes Act
- The Electricians' Licence Act
- The Elevator Act
- The Fire Departments Arbitration Act
- The Fires Prevention Act (Part II)
- The Gas and Oil Burner Act
- The Municipal Act (Sec. 284 (1))
- The Power Engineers Act
- The Steam and Pressure Plants Act

Promoting Trades Training

Manitoba Labour assists employers and employees by coordinating apprenticeship training. The Apprenticeship program offers training for more than 30 trade occupations. The department administers **The Apprenticeship and Trades Qualification Act** and licenses qualified tradespeople. Through **The Barbers Act**, the department also licenses barbers and hairdressers throughout the province.

The Year In Review

Demand for services continued high during 1987-88, particularly in the conciliation and employment standards areas. The department's objective was to maintain good service to the public while adopting measures to manage effectively in times of restraint.

A number of major projects were completed during the year. These included development of a new **Manitoba Fire Code, Building Code** and **Plumbing Code.**

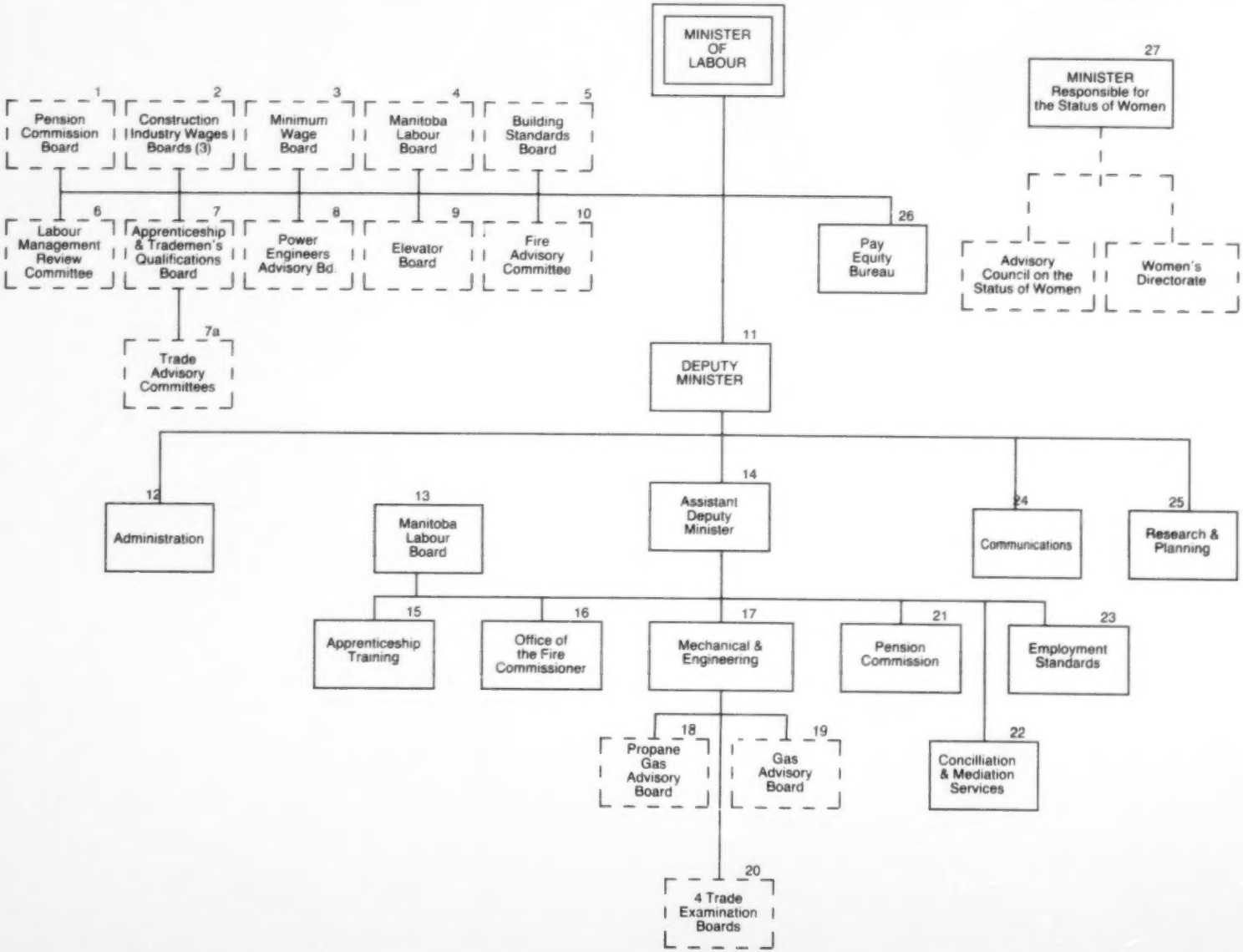
New wage structures were introduced for the construction industry, along with amendments to **The Construction Industry Wages Act** to address concerns of employers and to provide better protection for those in the industry.

The minimum wage was increased to $4.70 from $4.50 on September 1, 1987. The youth wage differential was phased out. The youth wage was increased to $4.55 from $4.20 on September 1, 1987, and was scheduled to increase to $4.70 — equal to the basic minimum wage — on April 1, 1988.

Other new legislation included an amendment to **The Retail Business Holiday Closing Act** providing that stores could remain open on Sunday if they operated with no more than four employees. Final offer selection was added to **The Labour Relations Act** as an option for parties in collective bargaining.

The department conducted a major study of the apprenticeship training program. Highlights of the study's findings are contained in the Apprenticeship section of this report.

Organization Chart — Manitoba Labour


MINISTER OF LABOUR
1 Pension Commission Board
2 Construction Industry Wages Boards (3)
3 Minimum Wage Board
4 Manitoba Labour Board
5 Building Standards Board
6 Labour Management Review Committee
7 Apprenticeship & Trademen's Qualifications Board
8 Power Engineers Advisory Bd.
9 Elevator Board
10 Fire Advisory Committee
7a Trade Advisory Committees
26 Pay Equity Bureau
27 MINISTER Responsible for the Status of Women
Advisory Council on the Status of Women
Women's Directorate
11 DEPUTY MINISTER
12 Administration
13 Manitoba Labour Board
14 Assistant Deputy Minister
24 Communications
25 Research & Planning
15 Apprenticeship Training
16 Office of the Fire Commissioner
17 Mechanical & Engineering
21 Pension Commission
23 Employment Standards
18 Propane Gas Advisory Board
19 Gas Advisory Board
22 Concilliation & Mediation Services
20 4 Trade Examination Boards

Organization Chart Explanation Notes

1. Advises the Minister on matters related to pensions.
2. The Rural Building Construction Wages Board, Heavy Construction Wages Board and Greater Winnipeg Construction Wages Board recommend to the Minister minimum wage rates and working hours for the construction industry.
3. Recommends to the Minister minimum wage rates throughout the province.
4. Decides on issues of labour-management rights and responsibilities under **The Labour Relations Act** and other provincial statutes.
5. Advises the Minister on matters pertaining to building standards and regulations.
6. Provides a forum for labour-management issues.
7. Regulates and promotes effective apprenticeship programs throughout the province.

7a. Advises on regulations relating to the length of the apprenticeship period, apprentice wage rates and other matters relating to the training of apprentices in the various trades.

8. Advises the Minister on matters pertaining to **The Power Engineers Act.**
9. Advises on safety requirements of elevators in the province and proposed changes to **The Elevator Act.**
10. Advises the Minister on matters relating to fire safety regulations.
11. Advises the Minister in matters relating to policies and programs of Manitoba Labour; co-ordinates and manages the activities of the department.
12. Co-ordinates central support services essential to the functioning of the department, including personnel, administration and financial and accounting services.
13. Processes applications to the Manitoba Labour Board and conducts representation votes and inspections when ordered by the Board. Assists in the development of sound union-management relations.
14. Administers and co-ordinates the activities of the Labour Division.
15. Promotes and co-ordinates apprenticeship training and issues certificates of qualification.
16. Investigates the cause and origin of suspicious fires or those involving fatalities. Administers **The Fires Prevention Act** (Part II). Promotes fire prevention. Provides emergency service training through the Manitoba Fire College. Ensures that buildings comply with the Manitoba Building Code, Fire Code and Plumbing Code.
17. Ensures that specific mechanical, electrical and fuel-fired equipment is properly designed, constructed, installed and maintained.
18. Makes recommendations regarding installation of propane gas equipment.
19. Makes recommendations based on the **National Gas Code** regarding natural gas installations.
20. Examines and licenses applicants to practice as power engineers, electricians, gas and oil burner installers or repairers, and motion picture projectionists.
21. Registers and reviews employer-sponsored pension plans; supports the Pension Commission Board.
22. Assists parties with professional services in contract negotiations and grievance mediation.
23. Enforces minimum standards related to hours of work, holidays, wages and other employment conditions.
24. Develops public information about departmental programs.
25. Conducts studies and compiles labour statistics. Provides support for departmental planning and policy development.
26. Assists with and monitors progress and implementation of pay equity programs. Provides information and assistance to employers, employees and bargaining agents in both public and private sectors.
27. During 1987-88, the Minister of Labour also held responsibility for the Advisory Council on the Status of Women and Women's Directorate. Manitoba Labour offered administrative support services.

Apprenticeship and Training

The Apprenticeship Program

Apprenticeship is a proven training system that combines on-the-job experience with in-school training to develop tradespeople with a comprehensive, working knowledge of a trade occupation. Manitoba has had an apprenticeship program since 1944, and the concept has been enhanced, refined and expanded over the years.

The program offers employers an opportunity to fill their skill shortage needs by developing highly-skilled, knowledgeable employees. Training on the actual job site means apprentices develop skills and knowledge that are directly related to the needs of that employer.

The curriculum for the in-school portion of the training is developed by a trade advisory committee which has representatives from employers and employees. The involvement of industry ensures that the curriculum responds to the skill needs of business.

For the apprentice, the training system offers a way to acquire skills and to earn a wage while learning a trade. For graduates of the program, the Certificate of Qualification is proof that they have met all the standards prescribed by the trade. Apprentices must complete a certain number of hours on the job, pass the required courses, and successfully complete the qualification exams for that trade. The Certificate of Qualification is proof that their skills and knowledge meet industry standards. For many occupations, called Red Seal trades, the qualifications will be recognized right across the country.

The apprenticeship program offers training in more than 30 different trades, including construction, industrial, and service trade occupations.

The Apprenticeship and Training branch of Manitoba Labour administers apprenticeship training throughout the province. Apprenticeship counsellors work with employers and apprentices to provide information about the program, and can sometimes help match up employers with people seeking training opportunities in that field. Other responsibilities of the branch include:

- Registering the apprenticeship agreement between employer and apprentice, and ensuring that both fulfill their obligations under the agreement
- Providing counselling for apprentices and monitoring their progress
- Scheduling the in-school portion of the training
- Assisting trade advisory committees to develop curriculum
- Conducting qualification examinations
- Issuing the Certificate of Qualification

Participation in Apprenticeship

A total of 3,409 people were active in the apprenticeship program in Manitoba during 1987-88. Table 1 shows how this compares with participation rates of previous years.

Table 1

Apprenticeship Registrations and Completions

1982 - 1988

Year	New Registrations	Completions	Active Apprentices
1987-88	808	472	3,409
1986-87	1,294	489	3,414
1985-86	1,250	542	2,992
1984-85	986	636	2,576
1983-84	682	618	2,445
1982-83	705	654	2,601

During the year, 472 apprentices successfully completed their training and received their Certificate of Qualification. An additional 126 certificates were issued to tradespeople who successfully completed the trades qualification examination but who had not trained as apprentices in Manitoba. Table 2 shows the number of people enrolled in the various trade training programs during 1987-88.

Table 2

Apprenticeship Activity Report

April 1, 1987 - March 31, 1988

Designated Trade	New Registrations	Completions	Active Apprentices
Construction			
Bricklayer	19	8	56
Crane Operator	—	—	—
Carpenter	151	51	806
Construction Electrician	124	66	494
Drywall Mechanic	5	2	13
Glazier	—	—	7
Lather	24	4	35
Painter & Decorator	10	8	51
Plasterer	—	—	—
Plumber	53	28	250
Power Electrician	35	19	75
Roofer	—	—	2
Sheet Metal Worker	11	7	57
Sprinkler & Fire Protection Installer	—	—	16
Steamfitter	6	4	39
Service			
Aircraft Mechanic	5	3	25
Baker	—	—	—
Cook	5	—	23
Electric Motor Winder	1	2	2
Heavy Duty Equipment Mechanic	92	75	448
Motor Vehicle Body Repair	62	28	200
Motor Vehicle Mechanic	101	62	379
Parts Person	—	—	—
Refrigeration & Air Conditioning Mechanic	16	17	68
Industrial			
Boilermaker	6	11	20
Industrial Electrician	5	13	28
Instrument Mechanic	3	4	10
Industrial Mechanic	31	24	54
Industrial Pipefitter	—	—	—
Industrial Welder	21	19	122
Machinist	20	17	91
Miner	—	—	—
Mould & Pattern Maker	—	—	—
Steel Fabricator	—	—	16
Tool & Diemaker	2	—	22
TOTAL	**808**	**472**	**3,409**

Study of Apprenticeship Training

During 1987-88, each province conducted a study of its apprenticeship training programs to prepare for negotiations to renew federal funding arrangements for the program.

The Manitoba study was co-ordinated by Manitoba Labour, with input from the provincial departments of Education and Employment Services and Economic Security, as well as the regional office of Employment and Immigration Canada. Researchers surveyed employers, recent apprenticeship graduates, instructors and trade advisory committee members. The committee received submissions and held discussions with industry, employee associations, unions and women in apprenticeship at public forums held in the fall of 1986. The study was completed and released in July, 1987.

The study indicated that, within one year after certification, almost 94% of journeypersons are working and that 76% of those employed are using skills directly developed during their apprenticeship training. The unemployment rate for apprenticeship graduates is 4.8%, well below the provincial average.

Other highlights of the study included:

- 85% of employers surveyed indicated that apprenticeship training in Manitoba is effectively meeting their needs for highly-skilled workers.
- 90% of employers and journeypersons indicated their satisfaction with the training program. This matches ratings from surveys conducted in previous years, showing the program has maintained its quality standards.
- Total annual investment in training is estimated at $20,000. About 86% of the cost is paid by the employer and apprentice, with about 14% supplied by government. This corresponds to the amount of time spent in on-the-job training and in-school training.
- There is room for improvement in the participation of women and other affirmative action target groups. Women's participation in trades training has increased only slightly from 0.6% to 2% since 1980. Native people, however, now represent about 30% of active apprentices.

  The study indicated that lack of prior work experience and social attitudes are the main barriers to target group participation.

Representatives of employers, unions, interest groups and apprentices who took part in the study were invited to a consultation meeting held in January, 1988. The meeting was an opportunity to share the survey results and provide information about the funding arrangements for the program.

Licensing of Barbers and Hairdressers

The Apprenticeship branch administers the examination and licensing of barbers and hairdressers for Manitoba. These responsibilities are conducted under the provisions of **The Barbers Act** and **The Hairdressers Act.** Tables 3 and 4 below indicate the level of program activity for 1987-88. Barbers' licences are renewable in odd-numbered years; hairdressers' licences are renewable in even-numbered years.

Table 3
Hairdressers

Examination Sittings		
	Theory	33
	Practical	43
Successful Candidates		
	Manicurist	40
	Beauty Treatment	49
	Hairdresser	346
	Student Licences	246
Total New Individuals Licensed		681

Table 4
Barbers

Examination Sittings		
	Theory	8
	Practical	2
Successful Candidates		
	Improver Barber	10
	Journeyman Barber	1
	Master Barber	0
Total New Individuals Licensed		11

Conciliation and Mediation Services

Enhancing Labour Relations

The Conciliation and Mediation Services branch of Manitoba Labour promotes harmonious labour-management relations in Manitoba. The staff of professional conciliators has training and experience in conflict resolution. Assistance from an impartial conciliator can often help to resolve disputes in collective bargaining or grievance mediation.

Conciliation is a voluntary process. Management or labour, or both parties, may request conciliation or mediation services under **The Labour Relations Act**.

Labour Relations in Manitoba

Collective agreements affecting 500 bargaining units were under negotiation during 1987-88. About 98% of these were successfully settled by the parties through collective bargaining.

During 1987-88, there were 10 work stoppages, including nine strikes and one lock-out. These involved 2,727 bargaining unit members and accounted for a total of 71,958 lost working days. Table 5 shows there were fewer work stoppages than in the previous year, but the number of working days lost increased. This is attributable to one strike involving the Manitoba Food and Commercial Workers Union and Westfair Foods which accounted for 63,876 lost working days.

Table 6 shows that the trade sector accounted for the most working days lost during 1987-88. The trade sector includes businesses involved in wholesale and retail sales.

Number of Work Stoppages, Workers Involved and Working Days Lost By Year*

1981-1988

Year	Number of Work Stoppages	Estimated Number of Workers Involved	Estimated Number of Working Days Lost
1987-88	10	2,727	71,958
1986-87	14	1,283	22,413
1985-86	20	1,736	35,470
1984-85	11	1,982	62,859
1983-84	4	245	2,567
1982-83	9	544	23,257
1981-82	31	5,142	172,505

**Figures based on new data base may differ slightly from previous reports.*

Table 6

Number of Work Stoppages, Workers Involved and Working Days Lost By Industry

Industry	Number of Work Stoppages		Estimated Number Workers Involved		Estimated Number of Working Days Lost	
	87-88	86-87	87-88	86-87	87-88	86-87
Manufacturing	5	7	756	927	4,417	19,671
Service	2	4	234	172	3,295	883
Trade	3	2	1,737	34	64,246	359
Mining	0	1	0	150	0	1,500
TOTAL	**10**	**14**	**2,727**	**1,283**	**71,958**	**22,413**

Conciliation Assignments

During 1987-88, conciliation officers from Manitoba Labour received 133 new assignments under **The Labour Relations Act** involving 196 bargaining units and 20,000 employees. In addition, there were 39 new assignments under **The Public Schools Act**. With an additional 22 regular and 15 school board cases carried over from the previous year, they handled a total of 209 assignments during the fiscal year.

Of the assignments under **The Labour Relations Act**, 98 were settled in the conciliation stage. Ten assignments were referred to the Manitoba Labour Board for settlement under first contract legislation, and nine of these were resolved in conciliation before the Board hearing.

Of the 54 school board assignments, 37 were resolved in conciliation, four were referred to arbitration, and 13 were still being processed at the end of the fiscal year.

Grievance Mediation

Manitoba Labour has offered grievance mediation services since 1985. Conciliators work with the parties to help them settle a disagreement that has arisen out of the terms of an existing contract.

The branch received 167 grievance mediation cases during 1987-88. The majority of these (146) were applications for expedited arbitration which has a strict timeframe for disposition. Twenty-one cases were joint or voluntary requests for the services of a mediator.

The majority of grievances were concerned with issues of dismissal, wages, job classification and seniority.

Employment Standards

Fairness in the Workplace

The role of the Employment Standards branch of Manitoba Labour is to promote fairness in the workplace for both employers and employees.

In part, the branch focuses on administering the labour standards set by law regarding minimum wage, hours of work, holidays and other workplace benefits. Staff members also strive to increase awareness of rights and responsibilities under the law, as well as the services available to uphold those rights.

The branch administers the provisions of these provincial laws:

- The Employment Standards Act
- The Vacations With Pay Act
- The Payment of Wages Act
- The Construction Industry Wages Act
- The Remembrance Day Act
- The Retail Businesses Holiday Closing Act
- The Employment Services Act

Claims

During 1987-88, the branch received 85,423 telephone inquiries and 9,445 visits by people requesting information about employment standards in the workplace.

Employees or employers who believe that they have not received the benefits provided by the province's minimum labour standards can file a claim with the Employment Standards branch of Manitoba Labour. During 1987-88, a total of 5,693 complaints were filed, a slight decrease from the 5,719 filed in 1986-87. Table 7 indicates that wages and vacation pay are the most common problem areas.

Table 8 shows the number of claims by type with a breakdown by industry. The service sector continues to generate the largest number of complaints, and shows an increase for 1987-88 over the past year.

Table 7
Total Claims by Type
1983-1988

YEAR	TYPE OF CLAIM					
	Wages	Vacation Pay	Termination Pay	General Holiday Pay	Equal Pay	Total
1987-88	2,531	1,555	1,361	246	—	5,693
1986-87	2,546	1,682	1,271	220	—	5,719
1985-86	2,396	1,442	1,359	234	—	5,431
1984-85	2,032	1,345	1,221	257	—	4,855
1983-84	2,373	1,505	1,311	289	—	5,478

Table 8

Number of Claims By Type and Industry

April 1, 1987 - March 31, 1988

INDUSTRY	TYPE OF CLAIM					
	Vacation Pay	Wages	Termination	General Holiday Pay	1987-88	1986-87
Forestry	16	42	2	3	63	4
Mining	4	10	6	—	20	29
Garment Manufacturing	29	5	92	3	129	110
Other Manufacturing	1	4	1	—	6	381
Transportation & Storage	16	44	38	7	105	146
Trade	201	288	187	28	704	922
Service Stations	26	65	38	7	136	96
Hotels & Restaurants	416	628	446	59	1,549	1,297
Other Services	648	956	547	64	2,215	1,819
Farming	4	22	1	—	27	33
Domestic	5	11	3	—	19	25
Construction	189	456	—	75	720	857
TOTAL	**1,555**	**2,531**	**1,361**	**246**	**5,693**	**5,719**

During 1987-88, the efforts of Employment Standards staff were successful in obtaining wage adjustments of more than $893,000 for employees and employers.

Inspections

Employment Standards officers visit workplaces and construction sites when they receive claims or calls identifying a potential problem. These visits are also an opportunity to make information available to employers and employees about labour standards. In 1987-88, staff made 7,359 of these investigations in response to calls and claims, as well as another 331 routine inspections. Inspection activity shows an increase over the 1986-87 fiscal year when staff made 6,807 investigations in response to claims and 95 routine inspections.

Payment of Wages Fund

The Payment of Wages Fund was established to protect wages owed to employees when a company closes, is declared bankrupt, or is in receivership. This Fund is administered by the Employment Standards branch of Manitoba Labour. Employees under provincial jurisdiction are covered up to a maximum of $1,200 in any calendar year.

When the branch receives a complaint about unpaid wages, it attempts to collect from the employer on the employee's behalf. The branch issues a Payment of Wages Order, and can follow up with legal action if required. If recovery cannot be made within a reasonable period of time, the Payment of Wages Fund is used to ensure payment to employees as quickly as possible.

In 1987-88, more than $476,000 was paid from the Payment of Wages Fund to 810 employees of 214 different companies. The branch recovered a total of $141,000 from employers during the same period. Four prosecutions were initiated under the legislation, resulting in three convictions and one charge pending.

Mechanical and Engineering

Standards for Public Safety

The Mechanical and Engineering branch of Manitoba Labour inspects many types of equipment, including:

- Boilers
- Refrigeration plants
- Unfired pressure vessel plants
- Gas, oil and propane appliances
- Elevators and other elevating devices
- Amusement rides and booths
- Electrical equipment that has not received CSA (Canadian Standards Association) or CGA (Canadian Gas Association) approval

Equipment must meet the safety standards set out in provincial laws such as **The Steam and Pressure Plants Act**, **The Gas and Oil Burner Act**, **The Elevator Act**, **The Amusements Act** and **The Electricians Licence Act.** Table 9 indicates the volume of inspections conducted during 1987-88.

In addition to inspection of existing equipment, Mechanical and Engineering checks the design and plans for equipment before fabrication begins to ensure it will meet the safety specifications for that type of equipment.

During 1987-88, branch staff reviewed 636 designs for new equipment as shown on Table 10 below:

Table 10
Equipment Designs Examined
April 1, 1987 - March 31, 1988

Unfired Pressure Vessels	241
Elevators	101
Propane Facilities	52
Valves and Fittings	46
Boilers	18
Welding Procedures	73
Heat Exchangers	22
Revisions to Registered Designs	25
Other	58
TOTAL	**636**

An affidavit of manufacturer is required for every boiler and pressure vessel installed in Manitoba. The manufacturer must certify that the item meets all safety specifications. During 1987-88, 543 affidavits were processed.

Table 9
Inspection Activities
April 1, 1987 - March 31, 1988

Type of Equipment	No. of Inspections	No. of Certificates or Permits Issued*/Items Approved
Boilers	7,590	5,987
Unfired Pressure Vessels	5,106	4,611
Refrigeration Plants	477	490
Nuclear Equipment	7	Not applicable (shop inspection)
Non-CSA Approved Electrical Equipment	7,753	7,249
Oil/Gas Propane Appliances and Equipment	3,548	Not applicable
Non-Approved Gas and Oil Fired Equipment	1,111	628
Elevators/Elevating Devices	1,793	2,254
Amusement Rides and Booths	338**	Not applicable

**The number of inspections may not coincide with the number of certificates issued as there may be more than one inspection of an installation during the year. Also, some are shop inspections of equipment manufactured but not necessarily installed in Manitoba.*

***255 orders for remedial action were issued.*

Gas and Oil Installations

Under **The Gas and Oil Burner Act**, the branch is responsible for reviewing plans for new gas and oil installations. During 1987-88, inspectors reviewed 804 plans for installation of equipment, approving 724.

The branch issued a total of 21,891 permits to install gas and oil-fired equipment during the 1987-88 fiscal year. The great majority of these (18,960) were domestic gas equipment, 37 were commercial oil equipment and nine were domestic oil appliances.

Elevators

Mechanical and Engineering issues permits for operation of elevators, inspects existing elevating devices and surveys plans for new installations in accordance with **The Elevator Act.** Most of the activity is related to passenger elevators, but the branch also inspects and issues permits for freight elevators, escalators, dumbwaiters, ski lifts and other elevating devices. In 1987-88, the branch issued 2,254 permits, conducted 1,793 inspections and approved 147 new elevating devices for service.

A new system of elevator inspections was introduced during 1987-88. Formerly, all elevators were issued a permit on an annual basis. Under the new system, older elevators will be inspected more frequently and will be licensed for six months. Newer, more modern elevators will be licensed for up to three years.

Licensing of Tradespeople

The branch also promotes public safety by testing and licensing tradespeople such as electricians, projectionists, pressure welders and power engineers to ensure they meet recognized standards of training and experience. Procedures for licensing are set out in **The Power Engineers Act**, **The Electricians Licence Act**, **The Gas and Oil Burner Act**, and **The Steam and Pressure Plants Act.**

Office of the Fire Commissioner

Protecting Public Safety

The Office of the Fire Commissioner is dedicated to public safety through a range of services, including:

- Investigating fires to determine the cause and origin
- Providing emergency services training through the Manitoba Fire College, including courses on fire-fighting, fire prevention, handling of dangerous goods, rescue techniques and building safety
- Reviewing building plans, advising building officials on safety requirements and conducting safety inspections of existing buildings
- Consulting with fire departments and other agencies to advise on fire protection equipment and procedures
- Promoting safety through public education
- Compiling statistics and information about fires and other life safety hazards

1987 Fire Loss Statistics

During the calendar year 1987, there were 5,987 fires in Manitoba. As indicated in Table 12, this represents an increase of 119 fires or two percent over the 5,868 fires reported in 1986.

Although the number of fires was up over the previous year, the amount of property damage from fire decreased slightly. Table 13 shows that damage from fire amounted to $49.7 million, down $4.7 million from 1986. In part, this reflects an increase in grass and wild fires resulting from drought conditions experienced during the year. Mutual Aid fire districts were frequently called to assist in extinguishing these fires.

Nearly one-third of the property damage was caused by a small number of major fires. There were 12 fires which exceeded $500,000 in damage. Although they represent less than 0.25% of all fires, they accounted for nearly $16 million in property loss.

Fires caused 26 fatalities during 1987, the lowest number recorded in 25 years. Fifteen men, three women and eight children lost their lives in 23 fires. As in 1986, alcohol was a factor in one-third of the fire deaths. Twenty-one or 81% of all fatalities occurred in the home.

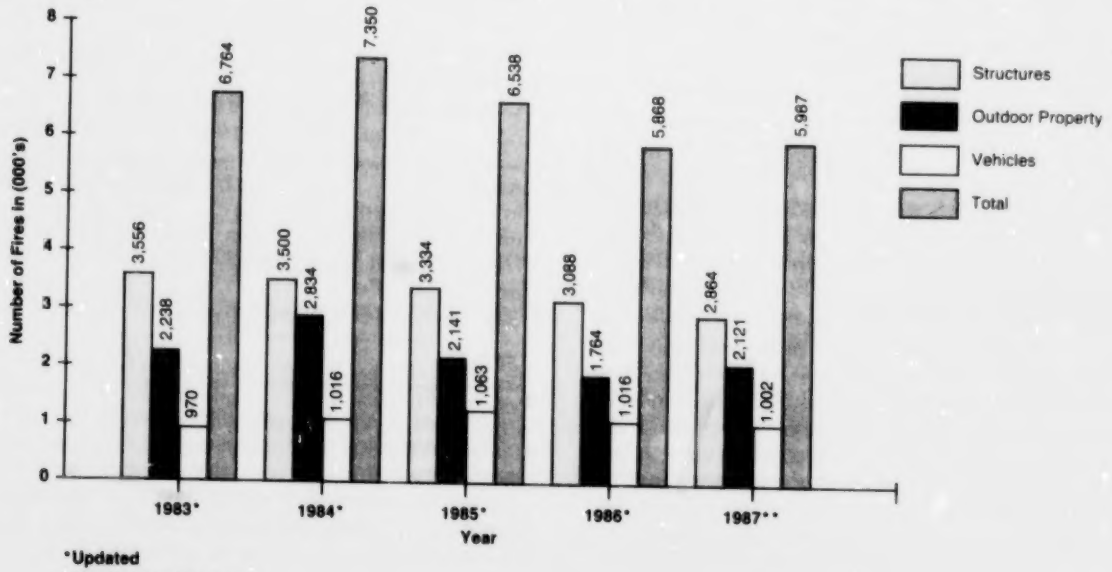
There were 296 people injured in fires, an increase of 11% from the 268 injured the previous year.

One-third of all fires occurred in residential occupancies. This includes houses, apartments, hotels and rooming houses. There were 1,940 of these fires during 1987, causing property loss of almost $21 million. This represents 42% of the total property loss from fire during the year. Most of the fires occurred in single-family or two-family dwellings.

Table 12

Comparative Chart of the Total Number of Fires in Manitoba

1983 - 1987



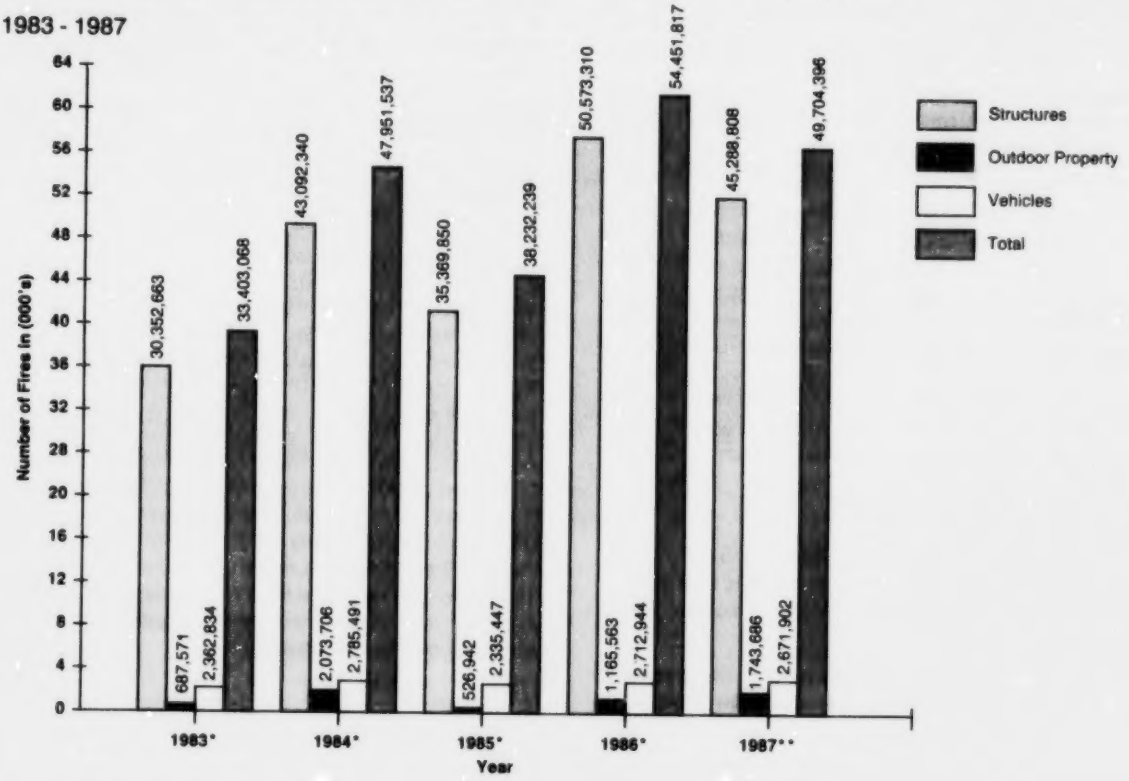
*Updated

**Preliminary Fire Loss

Table 13

Comparative Chart of the Total Dollar Loss in Manitoba

1983 - 1987



*Updated

**Preliminary Fire Loss

Fire Investigations

The Office of the Fire Commissioner investigates fires that involve a loss of life or major property loss, as well as fires that appear suspicious. Fire investigators work to determine the cause and circumstances of the fire. Investigators work co-operatively with the fire department, police and insurance industry in determining the cause and in providing expert evidence about fires that have been intentionally set.

During 1987-88, the branch investigated 350 fires. Municipal police in the province were involved in an additional 477 investigations for a total of 827 fire investigations for the year. Of these, 362 investigations were conducted in Winnipeg, 68 in other urban centres, and 397 in rural Manitoba. Results of the investigations are listed in Table 14.

Table 14

Cause of Fires Investigated

April 1, 1987 to March 31, 1988

Accidental	336	41%
Incendiary, vandalism or undetermined suspicious	272	33%
Undetermined but believed accidental	201	24%
Still under investigation	18	2%
TOTAL	**827**	**100%**

Fire investigators also provide instruction to members of the fire service and the police on the subjects of fire origin, arson detection and fire cause determination. During the fiscal year 1987-88, they conducted 14 seminars attended by 322 people from across the province.

Fire and Emergency Services Training

The Manitoba Fire College provides training in fire fighting, fire prevention, inspection techniques, fire protection, emergency rescue and handling of hazardous goods. Members of the fire service, police, municipal officials, ambulance and other emergency services personnel come from across the province and from other provinces to take courses that will help them in their work. During 1987-88, the branch conducted 142 training sessions for a total of 2,690 participants.

A new certificate course in fire cause determination (Level I) was introduced in 1987 to provide instruction in fire scene examination and investigation. The program will be delivered in three levels, with Level III designed for the full-time fire investigator. Level II will be available by 1989.

In conjunction with the Manitoba Association of Fire Chiefs, the branch sponsored the second annual Fire and Rescue Conference in Brandon on November 6-8, 1987. Four hundred people attended, twice the number registered for the 1986 conference. The conference featured seminars on 23 different topics, a number of guest speakers, demonstrations, and a manufacturers trade show.

During 1987, the branch conducted a major study of the Mutual Aid fire districts throughout the province to determine the training needs of the fire service. The information obtained will assist in planning and scheduling of courses.

Safety Promotion

In northern Manitoba, a representative of the Fire Commissioner's office visits schools, homes and public buildings to help residents identify potentially hazardous conditions and to promote fire prevention. During 1987-88, the public education officer visited 640 dwellings, 139 outbuildings and eight commercial structures.

Building Standards

An important element of fire prevention and public safety is ensuring that buildings meet safety standards. Standards are outlined in the **Manitoba Fire Code**, the **Manitoba Building Code** and the **Manitoba Plumbing Code**.

During 1987-88, the branch inspected 820 institutions and public buildings. Under the Municipal Fire Prevention Program, local fire prevention officers conducted an additional 1,808 inspections within their communities. When they find problems or hazardous conditions, inspectors consult with the building owner or manager to explain the need to correct the deficiencies. Inspectors issue remedial orders and conduct follow-up inspections to ensure the problems are corrected. They can also work with clients to suggest alternative measures that will ensure public safety standards are met.

Under **The Buildings and Mobile Homes Act**, the Office of the Fire Commissioner is responsible for examining plans, issuing building permits and conducting on-site inspections in areas of the province where local authorities do not perform these functions. Table 15 shows the level of activity for 1987-88:

Table 15

Building Inspection Activity

April 1, 1987 - March 31, 1988

Building plans examined	695
Building permits issued	410
Buildings inspected	915
Plumbing installations inspected	63
Fuel-burning appliances inspected	80
Mobile homes/recreational vehicles inspected	750

Boards and Committees

In 1987, the Fire Advisory Committee and Building Standards Board completed their reviews and recommended adoption of the new **Manitoba Fire Code, Manitoba Building Code,** and **Manitoba Plumbing Code**. Changes to the **Plumbing Code** were primarily technical in nature, but changes to the **Fire Code** and **Building Code** were more substantive.

The **Manitoba Fire Code** sets standards for fire prevention and life safety in existing homes and buildings. The new **Code**, which became effective March 3, 1988, contains several changes that will mean improved fire safety standards. Smoke alarms are now required in all dwelling units. Fire emergency plans containing diagrams of fire emergency systems are required for public assembly and institutional occupancies. Tank vehicles carrying flammable materials are restricted from parking inside buildings.

The **Manitoba Building Code** sets safety standards for construction of all new buildings and structures. The new **Code**, effective June 8, 1988, encourages the use of automatic sprinkler systems because buildings with an approved sprinkler system will be exempt from certain other construction requirements. The use of asbestos will be prohibited in new buildings with an air distribution system, and add-on heat reclaimers installed on flue pipes will be prohibited.

Standards in the Manitoba codes are based on national codes, amended to account for local conditions. To make the new provincial codes easier to use and apply, the Manitoba amendments were printed as supplements to the national codes.

Pay Equity Bureau

The Pay Equity Bureau provides assistance in implementing pay equity programs and monitors the progress of organizations required by legislation to implement pay equity. It offers information and technical advice to employers, employees, bargaining agents and anyone interested in pay equity. Printed materials and guest speakers are available for various groups.

Pay equity is based on the principle that women performing work of comparable worth to work performed by men in the same organization are entitled to the same pay. Many jobs have been underpaid, not because they are less valuable, but because they are performed predominantly by women.

The Pay Equity Act, passed in 1985, established a process and a timetable for introducing pay equity in the public sector, including the Manitoba civil service, crown corporations, 23 hospitals and four universities. Substantial progress was achieved during the 1987-88 fiscal year.

Manitoba's Civil Service Commission and the Manitoba Government Employees' Association reached a final agreement on wage adjustments for provincial government employees in September, 1987. The agreement provided Canada's first pay equity wage adjustments for 4,978 employees working in traditionally female jobs. Of these, 408 were men who work in traditionally female job classes which were found to be undervalued.

The 10-member negotiating committee had equal representation from union and management, with five women and five men representatives. The committee reviewed 182 job classifications, representing almost two- thirds of the civil service. This involved 134 male-dominated job classes (5,600 employees) and 48 female-dominated job classes (5,480 employees or 60% of the women working in the civil service).

Negotiations were completed within the timetable set out in **The Pay Equity Act**. Pay adjustments will be phased in over a four-year period at a cost of 3.3% of total payroll. By 1990, the portion of the wage gap attributable to gender discrimination will be eliminated. These changes have established a compensation system in which salary is based on the value of the job, not the gender of the employee.

In June, 1987, the crown corporations, hospitals and universities successfully completed the first phase of implementation of their pay equity programs. These organizations represent 37,924 employees, with 20,351 (or 54%) in female-dominated job classes. Employer and employee representatives negotiated to select a gender-neutral job evaluation system and to determine the job classifications to be included in the pay equity negotiations.

These groups have now entered the second phase of negotiations which involves evaluating job classes and negotiating wage adjustments. The legislation requires that they file an agreement with the Pay Equity Bureau on these matters by October, 1988.

More details are available in the separate annual report filed by the Minister responsible for **The Pay Equity Act**.

Pensions

Standards for Pension Plans

The aim of Manitoba's pension legislation is to protect the pension benefits of those who belong to employer-sponsored pension plans. **The Pension Benefits Act** sets out procedures and benefit standards, as well as the pension rights and obligations for employees and employers.

The legislation is administered through the Pension Commission, a branch of Manitoba Labour.

Pension Commission

The branch registers pension plans sponsored by those employers under provincial jurisdiction. This includes the majority of Manitoba employers; however, some industries, such as banks, airlines, railways and communications, fall within federal jurisdiction and are required to register their plans with the federal government.

The branch reviews plans to ensure they meet standards set by law. Each year, employers must provide information about the number of plan members and the amount of contributions. Any amendments to a registered pension plan must be filed with the branch for review.

An important role of the staff is encouraging companies to establish new pension plans or to extend and improve existing plans.

The branch is directly responsible for monitoring approximately 850 pension plans that provide pension benefits for about 107,800 plan members. An additional 86,900 plan members receive the same protection through legislation applied on Manitoba's behalf in other jurisdictions.

While the number of registered plans has declined over the past few years, the number of plan members participating in employer-sponsored pension plans has increased. The decline in the number of registered plans is due, in part, to recent changes in federal tax laws which have discouraged the registration of plans for small companies such as those involving only one or two people, usually the owner and spouse or other family members.

In May, 1977, Manitoba's regulations related to pension standards were reprinted to incorporate a French translation. In February, 1988, **The Pension Benefits Act** was reprinted to incorporate a French translation and to make some amendments to section numbers.

In August, 1987, the fees for registering applications and annual information return forms were increased, reflecting the need to recover the cost of service.

Pension Commission Board

The Pension Commission Board, an appointed group of nine citizens, provides recommendations to the Minister on matters related to pension policy and legislation.

During 1987-88, the Commission reviewed issues and procedures related to withdrawal of surplus funds from employee pension plans.

Research and Planning

The Research and Planning branch prepares information to assess the labour relations climate in Manitoba and conducts studies of labour issues.

The branch compiles information about the labour relations climate, working conditions and labour trends in Manitoba. During 1987-88, staff analyzed the provisions contained in 500 collective agreements and developed a data base guide for use by labour relations practitioners.

Information about current economic and labour relations indicators is compiled into the Manitoba Labour Relations Information Bulletin distributed to the labour relations community in the province. The branch also produces the Directory of Labour Organizations in Manitoba.

In 1987-88, the branch conducted a number of surveys and studies of importance to the department's operations. Areas addressed included training needs of the fire service, displaced workers, and construction industry wages.

Throughout the year, the branch responded to several hundred requests for information from employers, unions, universities and the general public.

The Research and Planning branch develops management information systems and operational procedures for the department, evaluates programs and coordinates planning processes.

Research also provides technical and administrative support to a number of committees, including the Labour Management Review Committee.

The Manitoba Labour Board

The Manitoba Labour Board is a quasi-judicial body that adjudicates employer-employee disputes referred under provincial laws such as **The Labour Relations Act, The Workplace Safety and Health Act, The Pay Equity Act** and various employment standards statutes.

The Board has a full-time chairperson, four part-time vice-chairs, and 24 part-time members. There is an equal number of employer and employee representatives.

Where possible, the Board encourages parties to settle disputes in an informal manner. The Board can appoint one of its officers to assist the parties in resolving issues or complaints. If the matter is not resolved, a formal hearing will be held and the Board will decide on the case.

During 1987-88, there were 1,293 applications filed with the Labour Board, representing an increase of 2% over the previous year:

Table 16

Applications Filed with the Manitoba Labour Board

April 1, 1987 - March 31, 1988

Legislation	1987-88	1986-87
The Labour Relations Act	466	470
The Employment Standards Act	438	377
The Payment of Wages Act	377	360
The Vacations With Pay Act	3	2
The Workplace Safety and Health Act	9	53
TOTAL	**1,293**	**1,262**

In January, 1988, the Labour Board became responsible for a new method of settling contract disputes as final offer selection was added to **The Labour Relations Act**. By March 31, 1988, a number of applications had been filed and were awaiting a hearing or decision by a selector.

Further details are available in the separate annual report filed by the Manitoba Labour Board.

Women's Directorate

Increasing Opportunities for Women

The Women's Directorate is a government agency dedicated to increasing opportunities for women.

Reporting to the Minister responsible for the Status of Women, the Women's Directorate became affiliated with the department of Labour during 1987. It was previously with the department of Culture, Heritage and Recreation.

Staff members of the Women's Directorate evaluate government programs, policies and legislation to determine their impact on women. They provide research and policy advice to the government, identifying measures to enhance services, eliminate barriers and increase opportunities for women. They work with government departments, agencies and crown corporations to co-ordinate research and policy analysis on status-of-women issues.

The Directorate is a liaison between government and the various women's groups and community organizations interested in status-of-women issues. The agency provides information and conducts consultation with groups on various topics.

The Year's Activities

The growing awareness of status-of-women issues has increased the demand for involvement of the Women's Directorate in development of policy and programming among the various government departments.

During 1987-88, areas of major policy development included access to training for women in non-traditional fields, including post-secondary education; child care and other issues related to work and family responsibilities; reproductive health; the **Charter of Rights and Freedoms**; economic and social development for native women; and services for battered women.

Several special projects were completed by the Directorate during 1987- 88. The agency co-ordinated the government's response to the Manitoba Advisory Council on the Status of Women's review of the Manitoba Jobs Fund. It prepared a report on Manitoba's progress on economic equality for women for the First Minister's Conference. It compiled a report outlining the steps Manitoba has taken to achieve the goals set out in "Forward Looking Strategies," a document from the International Decade for Women Conference in Nairobi.

An important role for the Directorate is providing public information and education. In February, 1988, the Women's Directorate published a series of 12 fact sheets on a range of topics of importance to women. The Directorate also publishes a quarterly newsletter which discusses women's issues and highlights government initiatives to increase opportunities for women in Manitoba. These publications are designed to increase public awareness of issues and to provide accurate and up-to- date information on government programs.

In 1987-88, the Women's Directorate co-sponsored a special Person's Day Dinner, commemorating the date in 1929 when women were legally declared persons by the British Privy Council. Other special events held during the year included an open house reception to celebrate International Women's Day, as well as the premieres of two films on women in conjunction with the National Film Board of Canada.

Expenditure Summary

Department of Labour

Expenditure Summary by Appropriation

Year Ended March 31, 1988

Approp.	Service	1987/88 Actual ($)	1987/88 Estimated ($)	Variance ($)	Explanation Number
11-1	**GENERAL ADMINISTRATION**				
	a) **Minister's Salary**	$10,231.42	$10,300.00	($68.58)	
	b) **Executive Support**				
	1. Salaries	$345,507.29	$355,600.00	($10,092.71)	
	2. Other Expenditures	$89,604.22	$92,900.00	($3,295.78)	
	c) **Research and Planning**				
	1. Salaries	$402,938.48	$409,300.00	($6,361.52)	
	2. Other Expenditures	$55,278.85	$55,900.00	($621.15)	
	d) **Financial & Admin. Services**				
	1. Salaries	$509,655.29	$494,300.00	$15,355.29	
	2. Other Expenditures	$36,643.73	$35,000.00	$1,643.73	
	TOTAL 11-1	$1,449,859.28	$1,453,300.00	($3,440.72)	
11-2	**LABOUR**				
	a) **Division Administration**				
	1. Salaries	$166,885.46	$165,100.00	$1,785.46	
	2. Other Expenditures	$19,972.27	$15,000.00	$4,972.27	
	b) **Mechancial & Engineering**				
	1. Salaries	$1,442,620.75	$1,406,300.00	$36,320.75	
	2. Other Expenditures	$276,798.31	$270,900.00	$5,898.31	
	c) **Fire Prevention**				
	1. Salaries	$1,353,615.89	$1,451,900.00	($98,284.11)	
	2. Other Expenditures	$402,727.42	$408,500.00	($5,772.58)	
	3. Engineering & Technical Services				
	a. Salaries	$412,828.79	$385,900.00	$26,928.79	
	b. Other Expenditures	$43,699.23	$41,400.00	$2,299.23	
	d. **Employment Standards**				
	1. Salaries	$1,172,466.87	$1,184,500.00	($12,033.13)	
	2. Other Expenditures	$117,511.90	$126,900.00	($9,388.10)	
	3. Payment of Wages Fund	$451,482.10	$320,000.00	$131,482.10	1
	e) **Manitoba Labour Board**				
	1. Salaries	$398,500.11	$413,000.00	($14,499.89)	
	2. Other Expenditures	$160,071.35	$163,100.00	($3,028.65)	
	f) **Conciliation & Mediation Services**				
	1. Salaries	$339,130.34	$338,000.00	$1,130.34	
	2. Other Expenditures	$57,294.47	$46,300.00	$10,994.47	

Department of Labour (Cont'd)

Expenditure Summary by Appropriation

Year Ended March 31, 1988

Approp.	Service	1987/88 Actual ($)	1987/88 Estimated ($)	Variance ($)	Explanation Number
g)	**Apprenticeship & Training**				
	1. Salaries	$738,559.88	$747,100.00	($8.540.12)	
	2. Other Expenditures	$124,061.68	$99,000.00	$25,061.68	2
h)	**Pension Commission**				
	1. Salaries	$195,894.40	$205,500.00	($9,605.60)	
	2. Other Expenditures	$43,497.96	$37,500.00	$5,997.96	
j)	**Grants**	$283,387.00	$283,400.00	($13.00)	
k)	**Pay Equity Bureau**				
	1. Salaries	$140,472.64	$184,800.00	($44,327.36)	
	2. Other Expenditures	$151,455.85	$99,500.00	$51,955.85	3
TOTAL 11-2		$8,492,934.67	$8,393,600.00	$99,334.67	
TOTAL EXPENDITURES		$9,942,793.95	$9,846,900.00	$95,893.95	

Explanation Notes

1 Special warrant funding of $100,000 required to meet payout of $164,900 to employees of the Fort Garry Hotel.

2 Additional expenditures reflect cost of equipment and materials to computerize licence renewal system for barbers and hairdressers.

3 Special warrant funding of $25,000 provided for contract services related to job evaluation and for development of support materials.